January 1990

Corporate Plan

Ontario
Ministry of
Community and
Social Services

Charles Beer
Minister

91-00442/

This Community and Social Services Corporate Plan is titled "Achieving Our Potential Together". It expresses the sense of partnership and purpose necessary for the effective planning, management and delivery of community and social services in Ontario for the 1990s and beyond. Strong working partnerships based upon consultation and collaboration among individuals, social service providers, community organizations and governments must be the basis of our social service system.

The Ministry is committed to working in partnership with communities, families and individuals so that everyone has the opportunity to reach their full potential whether they are receiving or providing social services and support.

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I am pleased to present to all interested readers my Ministry's Corporate Plan, which articulates our vision for the future and identifies the unique opportunities we have before us to realize that vision.

The plan confirms the goals, principles, and strategic directions first announced by the Ministry of Community and Social Services in 1986 and published in the Ministry's first Corporate Plan in 1987.

Since 1986, we have focused considerable attention on how best to assist Ontario communities to cope with the ever-increasing speed of social and economic change and to respond effectively to the needs of our province's people.

In the past year, my Ministry has made significant reforms to Ontario's social assistance system, which benefits individuals and families receiving social assistance.

In the field of child care, we have continued to implement the strategies set out in *New Directions for Child Care* (1987). The first three year plan included funding additional subsidized child care spaces and implementing a system to inform parents of the results of annual licensing inspections.

Basing our activities on a multi-year plan developed in 1987, we have begun to better meet the needs of people with developmental handicaps, a task that has become even more challenging with the advent of modern technology.

These are only some of the strides made by the Ministry of Community and Social Services during the past few years. The challenge we have taken up is to build on our recent successes and work with our many partners to create community-based programs that will afford every citizen of Ontario an opportunity to live with personal dignity and independence.

In order to plan, establish priorities, and manage services effectively in all parts of the province, I hope you will join with us in the common purpose of achieving the best in social services for all Ontarians.

Sincerely,

Charles Beer

Charles Beer
Minister

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The Minister and the Executive Committee of the Ministry of Community and Social Services have prepared this Corporate Plan. The directions and strategies outlined here are intended to guide the Ministry's activities into the 1990s and beyond.

Managing the social service system is a formidable task. If we are to respond to the realities of the 1990s and beyond, we as a Ministry and all of our partners in delivery will need to work together to adapt our social service system for the benefit of those who use the services. Major changes, such as those proposed by the social assistance review, affect not only Ministry clients but also all the personnel concerned with administering those programs. However, by providing clear direction we can make the best of the opportunities presented by the changing environment and minimize the problems that may occur.

Improved relations with other ministries, other levels of government, and the agencies who work alongside us, and accountability on the part of all executives and managers, whether or not they are employed directly by the Ministry, must become priorities for this Ministry.

Only when all of us work together can we achieve our potential, maintain the dignity and independence of those who use our services, and continue to move toward a fairer and more equitable system for providing those services.

Sincerely,

Valerie A. Gibbons
Deputy Minister

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Foreword

This Corporate Plan represents the culmination of the Ministry's second cycle of its strategic planning process. It is a general plan based on detailed planning reports produced by the Ministry. The reports referred to in this Corporate Plan are listed in Appendix A.

The Ministry of Community and Social Services first initiated a strategic planning process in 1982. Each year it refines its aims and evaluates the relevance of its primary goals and strategies. This Corporate Plan confirms the Ministry's direction, reflects and builds on its accomplishments, and adds new initiatives.

The Ministry's strategic directions, published as *Investing in Ontario's Future*, in 1986, were made more explicit in this planning cycle, and the principles and objectives expressed in the 1987 Corporate Plan have been incorporated into the appropriate strategic direction statements. Most of the 1987 strategies continue to be very much a part of this *Corporate Plan*. Some, still in the early stages of implementation, have been brought forward in much the same form as they were stated in 1987. In most cases, however, the strategies have been restated to reflect the progress that has occured. Some new strategies have also been incorporated into this plan.

The purpose of publishing the plan is to communicate to all Ministry staff, agencies, facilities, and interested members of the public the Ministry's goals, its strategic directions, and the strategies it will implement to achieve its goals.

A description of the social service system and the Ministry's services is provided in Appendix B.

The Environment

The successful anticipation and management of change is at the heart of strategic planning. As part of its process of anticipating issues, establishing directions, and developing relevant strategies, the Ministry regularly carries out reviews of major trends in the social environment that are likely to affect its areas of concern. These trends, and their implications, serve as a basis for assessing the validity of current corporate strategies and for identifying the need for new approaches. Some of these trends are described in the next few pages; fuller description can be found in Looking Ahead: Trends and Implications in the Social Environment, which was published in the spring of 1989.

The Economy

After six years of strong economic growth, Ontario will likely face moderate but declining growth in the next few years. Unemployment is expected to fluctuate but maintain an *average* rate near 5 per cent until at least 1992; however, there will be notable variations both in unemployment rates in different parts of the province and in the performance of different industrial sectors. The uneven impact of structural economic changes will require regional flexibility in the provision of service.

Fundamental changes in the economy will continue to be sparked by the globalization of the economy, the growth of the service sector and small firms, the introduction of new technologies, and new and less-restrictive trading arrangements.

Ontario's economic performance has led to a decline in the percentage of those living in poverty. During the 1980s the poverty rate among families dropped by 12 per cent and among unattached individuals by 17 per cent. However, the social assistance review, *TRANSITIONS*, indicates that the plight of single parents and the working poor requires new approaches entailing greater intergovernmental and interministerial cooperation.

Although moderate economic growth and relatively low unemployment are expected to continue in the immediate future, the continued pressure to reduce government deficits will likely constrain the government's ability to increase expenditures.

Demographics

The rate of Ontario's population growth, like its rate of economic growth, is expected to decrease. The current (1989) population of Ontario is estimated to be 9.6 million; by the year 2000 it is expected to grow to 10.9 million. Growth rates will continue to differ in various parts of the province. Rapid growth will occur in large urban areas such as Greater Toronto, which will likely increase to five million by the year 2000, while the populations of some northern and rural communities will actually decline.

Dramatic changes continue to occur within families. The proportion of families with two parents working has soared from 15 per cent in 1961 to over 50 per cent in 1989. A previously declining marriage rate seems to have levelled off recently, partially due to a significant increase in second marriages. The divorce rate, however, continues to rise. Consequently, the fastest-growing "category" of family is still the single-parent family, which has tripled in number since 1956.

The age composition of the population will also continue to change. The child population, which will continue to decline as a percentage of the total population, will peak in absolute numbers around the year 2000. Meanwhile, the average age of the population will increase as the number of those over sixty-five years of age swells by 400,000 between now and the year 2000. This increase in longevity and in the number of senior citizens will also result in a significant growth in the number of persons with disabilities, which will increase by over one-third to approximately 1.5 million by the year 2006.

Regional variations in population growth, age, ethnic composition, and family structure will require new, flexible responses from the social service system. Although the number of children is expected to decrease in the long run, their special needs resulting from family break-ups and poverty will remain a significant concern. The increase in the number of seniors and the disabled will challenge the province's capacity to create new social infrastructures that meet expectations of increased community and home-based services.

Cultural Diversity

Ontario has enjoyed and benefited from a heterogeneity that reflects the diverse origins of its population. Social services are particularly challenged to be aware of changing trends in immigration and responsive to the concerns and interests of the province's diverse communities.

In response to the living conditions of Ontario's Native population, the provincial government in 1985 adopted a policy framework supporting the concept of Native self-government on- and off-reserve and the provision of government services in ways that enhance the self-reliance of Native peoples and protects their cultures. Where feasible, such services should be provided through Native service-delivery mechanisms. Ontario's Native population is disadvantaged when compared with other groups in terms of employment, educational attainment, living conditions, income, and life expectancy. A heightened awareness and acceptance of their unique needs has resulted in a larger role for Native people in designing and delivering necessary social services on- and off-reserve.

Similarly, in response to the needs of Franco-Ontarians, in 1986 the government adopted the *French Language Services Act*, reflecting the fact that Ontario is the home of the largest Francophone minority in Canada. Franco-Ontarians tend to be concentrated in northern and eastern Ontario, and as a group tend to have

higher rates of unemployment and lower educational attainment than non-Francophones. The new *French Language Services Act* is expected to increase the availability and demand for services in French, including requests for more Francophone-managed agencies.

New Ontarians form a third major group that contributes to Ontario's diversity. Approximately 25 per cent of Ontario's population was born outside Canada. These new immigrants increasingly come from Third World countries where neither English nor French is spoken. The government is committed to addressing the cultural and linguistic barriers facing new immigrants and to improving their access to mainstream services in ways that ensure the social service system accurately reflects Ontario's multicultural, multiracial society.

The Role of Government and Service Delivery

Changes in public attitudes, the heightening of awareness as to rights and entitlements, and the pluralism of Ontario's population have all resulted in a significant change in public expectations about the range and types of social services required to support individuals and families. This change has in turn resulted in a rapid expansion of public expenditures, an increased development of community-based services, a proliferation of agencies, and a rethinking of the objectives, structure, and management of the social service system.

These factors are expected to create pressure for further reform and for a rationalization of programs and responsibilities among levels of government and among ministries. The current joint effort of this Ministry and the Ministry of Health to reform the long-term care system in Ontario is a good example of the type of rethinking of programs and responsibilities that will be required to respond effectively to public expectations.

Similarly, some realignment of responsibilities can be expected as a result of the current reviews of the roles of the province and its communities in the delivery and management of social services, including the planning, prioritizing, and managing of local services. Structures and processes that heighten public accountability will be emphasized.

Primary Goal

To promote the stability and quality of life for Ontario residents by strengthening the ability of communities to cope with change and respond effectively to the social and economic needs of families and individuals in ways that reinforce personal dignity and independence.

This statement recognizes that the Ministry's programs support, but do not replace, the efforts of individuals, families, and communities. It recognizes that the Ministry, local communities, service providers, and individuals and families share responsibility for the development, management, and delivery of effective social services. The statement also emphasizes that the local community should be the focus when planning services and the centre of responsibility for delivering those services.

Directions and Strategies

The Ministry faces complex challenges in responding to escalating needs and demands, in ensuring the efficient management and accountability of the social service system, and in improving the quality of services and service delivery. It is committed to responding to these challenges in ways that will reflect future as well as current needs, and that will be consistent with appropriate management practice and service principles.

In pursuing its primary goal, the Ministry is committed to addressing the following government-wide strategic directions and incorporating them into its own directions and strategies.

- Ensure that the needs of the Native population are considered in the programs of all ministries and, wherever possible, ensure that services are planned, designed, and delivered in consultation with Native people and by Native agencies.
- Provide government services in the French language and ensure that accessibility to those services by the Francophone community is in keeping with the spirit of the *French Language Services Act*.
- Develop mechanisms to ensure that all policies, reports, and programs reflect Ontario's multicultural strategy and race-relations policy.
- Ensure that the practices of all ministries are in keeping with government policies on freedom of information and employment equity.

Over the last several years the Ministry has attempted to develop its programs and services according to some basic service principles. These principles include:

- a **Focus on Community** that makes the local community the primary focus when planning services and assigning responsibility for delivering those services;
- a commitment to **Flexibility** that encourages the availability of a variety of options to help people meet individual service needs;
- a commitment to **Accessibility** that strives to make all services reasonably accessible to residents in all areas of the province;
- a recognition that the **Diversity** of the population demands that all programs should be sensitive and responsive to cultural traditions and values;
- an appreciation of the importance of **Affordability** that requires the Ministry to support only those programs and agencies that can demonstrate the efficient and effective management of human and financial resources in the achievement of Ministry program goals and objectives;
- an understanding of the importance of **Equal Treatment** that ensures that the Ministry insist that services are provided in a manner consistent with human rights legislation;
- a commitment to expanding the focus on **Prevention** activities as an important long-term approach to alleviating future demands caused by new and recurring problems;
- a recognition of **Shared Responsibility** for the effective and efficient development, management, and delivery of social services that involves not only the Ministry but also local communities, service providers, and the individuals and families using the services;
- a commitment to **Accountability** that confirms the Ministry's ultimate authority and responsibility for the stewardship of public funds.

Strategic Directions

By assessing the environment and considering the implications of major trends, the Ministry, through its strategic plan, has attempted to better prepare itself for the future. Guided by the principles that have governed the evolution of its service programs, it has articulated five strategic directions.

Self Reliance
Generic Services
Prevention
Community Management
Strategic Management

These interrelated directions reflect an emerging vision of the Ministry's role in the management and organization of social services in the coming years. The specific strategies articulate the way in which the Ministry will pursue these commitments within the various sectors of the social service system. Because the issues addressed by the Ministry's strategic directions are not necessarily mutually exclusive a particular strategy may relate to more than one direction statement.

Direction: Toward Self-Reliance

Many social assistance and social service programs have been criticized for a perceived tendency to foster dependency, either by adopting an "all or nothing" approach in which services are offered only when destitution or family break-up occurs, or by adopting an overly protective attitude to the individual requiring service or care. For more than a decade, the Ministry, through its policies and programs, has attempted to provide leadership in reintegrating previously isolated individuals into the mainstream of community life. The impact of rights legislation and the emergence of new attitudes and technologies have made obsolete many of the rationales that led to the segregation of those with handicapping conditions or special needs. This direction makes a commitment to ensuring that programs and services enable people to become as independent as possible.

The Ministry will continue to provide a variety of options to help people meet individual service needs. These options will provide greater flexibility for client choice and input; first, by providing incentives and supports for re-establishing individual social and financial independence, and second, by accepting the necessity of reasonable risk in the provision of care as a condition of independence. The Ministry, through policies and programs that are sensitive to maintaining the personal dignity of individuals, will work with those individuals, their families, and their communities to assist in their transition to self-reliance and full participation in the mainstream of community life.

Strategies

Undertake reform of the social assistance system by developing new legislation and implementating programs to ensure that the system is responsive to the needs of clients and supports their achievement of greater economic independence.

In establishing the Social Assistance Review Committee, the Minister noted that Ontario's social assistance statutes had not changed significantly in over twenty years and that there was a need to reform the system. The committee's report, *TRANSITIONS*, was released in September 1988. In response to that report, the government announced major changes in the social assistance program's shelter design and benefits for children, adopted measures to make the program fairer and simpler, and, as well, instituted the Supports to Employment Program (STEP) to ensure that all recipients benefit from pursuing employment opportunities.

The Ministry is committed to developing new social assistance legislation that will consolidate the program in one act. The process of developing the new legislation will afford an opportunity for significant public consultation on the system's reform, particularly with respect to the objectives and principles of the program.

Develop a multi-year plan that rationalizes the Ministry's role in employment programs and provides an explicit framework for program delivery that promotes independence and facilitates access to the mainstream of community life.

The Ministry of Community and Social Services is responsible for a complex network of employment programs that assist a diverse group of clients, including the socially and/or economically disadvantaged and persons with disabilities.

Working co-operatively with other provincial and federal government organizations, the Ministry will articulate its primary objectives in order to plan the development, design, and delivery of present and future programs and services. The plan will promote harmony between complementary programs and seek to simplify the complex network that now exists.

In the short term, activities will include the expansion and enhancement of employment programs for social assistance recipients in a manner that supports a greater co-ordination and integration of services.

Continue the implementation of the comprehensive community service system for developmentally handicapped persons as outlined in *Challenges and Opportunities*, published in 1987.

This multi-year plan is intended to provide a long-term direction for services for developmentally handicapped people. That direction involves the creation of a comprehensive community service system in which adequate services will be locally available. Within such a system, no one would have to be institutionalized to receive service.

During the first seven years of the plan, the government has committed resources to address community waiting lists and to provide community living opportunities for two thousand developmentally handicapped people now living in institutions and nursing homes.

In the first two years of the plan, work has concentrated on the development of a comprehensive community-based service system. Community groups and agencies have been engaged in planning and consultation to identify and address the outstanding and future needs of developmentally handicapped people within their communities.

Most of the new resources invested during this two-year period have been used to address increased demands in the community, including the enhancement and expansion of services and the resolution of existing base funding issues.

The development of the community service system continues to be based on developing services that respond to the specific needs of individuals and providing support to families in a manner consistent with the principles and long-term goals of the multi-year plan identified in *Challenges and Opportunities*.

Continue to support independent living for disabled and senior citizens through the development and application of innovative technology.

Innovative technologies and appropriately designed products can have a major impact on the ability of disabled and senior citizens to carry out the daily tasks that allow them to maintain their independence. However, the impact has been limited by scant public awareness and support.

The Ministry therefore has become increasingly involved in identifying promising technologies and approaches, evaluating them, and making information about them available to professionals, caregivers, and the public. For example, evaluations of emergency response systems and approaches to support individuals with Alzheimer's disease are underway.

While ensuring that all interested parties are kept abreast of new developments, the Ministry will also make efforts to identify and foster new applications. It has promoted the application of innovative technologies by sponsoring an exhibit at the National Home Show and developing a permanent demonstration site.

Direction: Toward Generic Services

In recent years the range of services offered by government and social service providers has increased significantly. This growth has tended to emphasize the development of services that meet the needs of specific client groups rather than address common needs. There has been a growing awareness of the interdependence of programs and services, both at the agency and ministerial levels, and of the need to make public services more generally accessible to those with common needs.

The Ministry, by focusing on the provision of more generic services, intends to create a needs-responsive and effective social service system that avoids the fragmentation of service planning, delivery, and management. Challenges will need to be addressed in ensuring the acceptance of generic services and in developing ways to identify and assess an individual's needs and wishes in a manner consistent with this direction.

Special supports may still be required for some individuals. However, continued pursuit of this direction will ensure that a co-ordinated system of flexible, accessible, and culturally sensitive community support services is provided for those with special needs.

Strategies

Continue to provide leadership by developing and supporting a comprehensive range of child care services and other options that meet the needs of children and families.

This strategy involves developing a second three-year plan that builds on achievements of the first planning cycle, as set out in *New Directions for Child Care*. This plan will focus on supporting quality child care, including development of new child care legislation; expanding the availability of a range of responsive services, including new, flexible models designed to meet the needs of a variety of target groups; promoting the affordability and stability of existing and new services by developing new funding strategies; and strengthening the partnerships of provincial and other levels of government and voluntary groups, particularly those within the business sector.

Achievements during the first planning cycle have included the introduction of ongoing operating grants for licensed programs to improve salaries; provision of the equivalent of 13,000 additional fee subsidies for parents to improve affordability, and the expansion of capital and start-up funding to promote the expansion of non-profit programs, including school-based/school-age projects and resource centres. The licensing process now provides a poster size certificate that specifies the conditions of licensing and requires the centre to post it for the information of parents. In addition, a variety of research and support projects have been initiated; for example a review of the Private Home Day Care sector has been undertaken.

The review and reaffirmation that has occurred will ensure the continued relevancy of child care services and a focused approach guided by the principles set out in *New Directions for Child Care*.

Undertake a comprehensive review of the success the children's service system has had in achieving the goals set out in the 1980s, as embodied in the *Child and Family Services Act*, and determine what further work may be required.

The province's *Child and Family Services Act* provides an opportunity to introduce a greater

degree of client mainstreaming and generic service delivery in children's services.

To ensure the continued momentum of children's services reform, various reviews are being undertaken to identify opportunities and problems. These reviews will address child development services, *Young Offenders Act* services, the role of residential placement advisory committees, foster care and child abuse services, and the design and management of Native child and family services.

An important part of this assessment will be carried out by the Advisory Committee on Children's Services. The committee, which consists of professionals from across the province, will assess the needs of vulnerable children and their families from a child development perspective. The directions set out in *Investing in Children* will be built upon. Key interest groups such as service providers, consumers, and advocates will participate, through focus groups and consultations, in the work of the committee.

Another review will be undertaken by the Operational and Policy Review task forces, which are addressing services for young offenders and which will also seek input from a broad range of key stakeholders.

These reviews will ensure that efforts to achieve the vision of children's services as put forward in the 1980s are continued in the 1990s.

Develop comprehensive reform to meet the long-term care needs of elderly and disabled persons, addressing their requirements for health and social services in their own homes and enabling equitable and appropriate access to community care and long-term care beds.

The Ministry of Community and Social Services, in partnership with the Ministry of Health and the Offices for Senior Citizens' Affairs and Disabled Persons, has initiated a comprehensive review of long-term care services for elderly and disabled persons. An inter-ministry task force led by this Ministry has been charged with developing a strategy for reform.

The reform is being guided by principles that will maintain the independence of individuals, families, and caregivers, strengthen community support systems, manage growth, and improve system management. It should result in responsive, effective services that are easier to access.

Priority is also being given to basing the funding of long-term care beds primarily on the needs of the individual and the level of care provided. The reform will seek to assign greater community responsibility for planning and managing local long-term care services within a provincial policy framework.

The development of a long-term care services system will provide a basis for the effective co-ordination, integration, and planning of community health and social services delivery and the introduction of generic services. As a step toward this goal, one assistant deputy minister has been assigned responsibility for overseeing community programs for both the Ministry of Health and the Ministry of Community and Social Services.

Continue the development of a new *Community Services Act* that will provide a consolidated legislative base for a wide variety of adult community programs.

There is a need to introduce comprehensive changes to the legislative framework that governs adult community services in order to support the development of quality generic services and their community management. A new *Community Services Act* will harmonize and simplify funding criteria, standards, and quality control of personal services for adults and their families. Work on related initiatives such as long-term care reform have provided the necessary foundation for this important statutory reform.

Direction: Toward Prevention

The Ministry has traditionally made an ongoing commitment to the provision of treatment and support services. During the past decade, however, it has increasingly emphasized prevention and early intervention. The escalating demand for services has created a growing awareness that the service system must develop alternative approaches to prevent family and individual problems and minimize the need for costly, specialized, and intrusive services. The prevention of social problems involves addressing multiple causes and factors. For the system to move to a more proactive approach, all stakeholders must share the responsibility for addressing the basic causes of problems and work co-operatively to enhance both the individual's well being and the community's quality of life.

The Ministry firmly believes that addressing the causes of social problems and building on the adaptive strengths of individuals, families, and communities will, in the long run, better serve the individual and society. Much work still needs to be done to achieve a shared understanding of how to develop a comprehensive prevention framework. Nonetheless, the Ministry is committed to developing a prevention focus in the social service system. This means developing approaches that promote competence, foster self-reliance, and enhance coping skills among at-risk populations, groups, and individuals. These approaches should reduce the rate at which physical, emotional, developmental, and behaviourial problems develop; foster a transition to lower categories of risk; and ensure the more effective use of social services. Prevention is therefore both a strategy required in every policy initiative and the focus of specific initiatives.

Strategies

Apply a prevention policy framework built on a definition of prevention that is appropriate for social services, clarifies conceptual issues, and educates staff, service providers, and the community.

As the gap between service demands and resources increases, the Ministry has recognized that it must develop alternative approaches to problems ranging from drug abuse to family violence. In all program areas it must promote services that foster the development of self-reliance, competence, and individual coping skills. In its 1987 *Corporate Plan*, the Ministry voiced its commitment to developing a proactive prevention thrust across all program areas. Since that time, it has tried to develop a prevention policy framework that would guide its future planning and program development.

Developing prevention as a strategy will mean intervening early to prevent social problems by providing services that foster self-reliance, promote independence, and build on adaptive strengths. Making prevention a priority in each Ministry program area will require a reorientation toward providing programs for groups, communities, and populations who are at risk and who may require future social service intervention. Prevention must be a component of every program policy initiative.

Undertake longitudinal research and demonstration prevention programs for children and families living in economically disadvantaged communities to provide data on the effects of such programs for populations at risk.

The Ministry will collaborate with other Ministries and governments to assess the value of various prevention programs. In one such effort, the education, health, and social services ministries and the federal government are sponsoring the co-ordinated primary prevention initiative, the "Better Beginnings, Better Futures" project. This longitudinal research demonstration project is designed to determine the efficacy of a community-based, integrated model of primary prevention of emotional, developmental, and behavioural problems in children living in high-risk communities.

Building on the expectation of local agency collaboration, the Ministry will support another longitudinal research demonstration project, the Early Detection and Intervention Initiative. This project will investigate the role of early intervention in reducing the prevalence of emotional and behavioural problems in children.

Direction: Toward Community Management

The Government of Ontario has pursued a policy of moving planning and decision-making closer to the community. The Ministry recognizes that the effective delivery of social services requires not just proximity to the community, but the direct involvement of the community in setting local priorities. Specifically, the Ministry must emphasize its role of policy and standard setting, funding, and broad system management while ensuring that programs are provided in the community in a manner that is sensitive and responsive to local cultural traditions and values.

The Ministry's move away from service management creates a need to identify the management functions that communities could assume. These functions might include community involvement in local service planning and co-ordination and in the setting of service priorities and the allocation of service funding. The Ministry believes this can be achieved by providing further authority to those communities that are able to manage human and financial resources efficiently and effectively.

During the next several years, the Ministry, along with other ministries and Ontario communities, will continue to examine ways to increase community empowerment. It will ensure that the pace of empowerment is commensurate with the community's capacity to take on additional responsibilities and that divestment is accomplished in a prudent manner.

Strategies

Continue to explore options for devolvement and divestment to local authorities, within an acceptable accountability framework. Develop policies that clarify the Ministry's intentions and the future roles of local governments, communities, and agencies within the larger context of community empowerment.

The Ministry remains committed to the concept of enhanced community involvement in the planning, management, and delivery of social services. In part this will entail a further review of the necessity for, and appropriateness of, Ministry run and delivered programs and services.

Another dimension of this strategy is a further examination of community management. The development of a strategic direction on community was outlined in the 1987 *Corporate Plan* and has evolved into a variety of initiatives. These initiatives involve consultations with key stakeholders, including agencies, municipalities, and other ministries, regarding accountability, relationships, funding, and related issues.

Work is also under way to develop a more comprehensive resource-management system that will provide for a more equitable distribution of resources and equality of access to services across the province. As well, work at an area level will assess current approaches and mechanisms for community participation so as to build and strengthen community readiness.

The results of these consultations will be reviewed as a whole and consideration will be given to alternative options that have a potential to enhance the management of services at the community level.

Ensure that support is available to strengthen the ability of funded agencies to meet public objectives and the expectations of those they assist.

Service providers play a vital role both in the community and as part of the network of social services. The Ministry recognizes the importance of well-managed and progressive agencies in sustaining a vibrant voluntary sector. It will make specific recommendations when analysis of the consultation on the report, *Managing Ontario's Social Services*, is concluded.

Current initiatives to support social service agencies include activities to assist agencies in improving their computer information systems and linking these to the Ministry's information technology strategic directions; support for board and staff training and development opportunities; assistance in implementing the wage compensation that addresses some of the salary/staff turnover problems caused by past wage patterns; and assistance in developing community-based planning approaches and planning tools.

Direction: Toward Strategic Management

The Ministry will continue to focus its attention on anticipating change and providing leadership in the strategic management of change. Strategic management requires a focus that not only considers current problems but provides a vision of the future and addresses the needs of the system as well as those of a particular organization or program. It also involves fully utilizing the skills and dedication of those working in the system so that they share the Ministry's vision and derive personal fulfillment from their work.

This approach requires an organizational flexibility that will respond to unanticipated changes, and systems and technologies that allow maximum delegation or devolvement while retaining public accountability. That accountability includes the Ministry's ultimate authority and responsibility for the stewardship of public funds and for the performance of the groups receiving those funds. The Ministry is responsible for identifying appropriate service providers and for articulating the expectations for which those providers are accountable.

Finally, strategic management requires open and full consultation with partners, whether they are service providers, other levels of government, or other ministries in anticipating changes and ensuring co-operative approaches. The Ministry will continue the transition to a service system that reflects the directions it has set out, and do so in a manner that effectively engages its staff, partners, and service recipients in the change process. It will expand its linkages with other ministries and other levels of government to anticipate issues and co-ordinate appropriate responses; apply appropriate program, financial, and information technologies to support program design, delivery, and administration; and enhance human-resource policies and programs that encourage the achievement of both individual and Ministry goals and that strengthen the Ministry's ability to meet its current and future human-resource needs.

Strategies

Develop new partnerships with other ministries to co-ordinate social services for individuals and families with their health, education, and housing requirements.

Historically, the Government of Ontario has grouped activities into program packages within particular ministries. It has, however, become evident that broadly based social issues are not well addressed by such a segmented approach at either the policy or delivery level. Our education, social, and health-care systems are clearly very interdependent.

The Ministry has been active on a number of fronts in responding to this new reality. It will continue to work closely with other ministries to approach shared issues in a collaborative and comprehensive manner.

Examples of new and ongoing partnerships include: continuing work with the Ministry of Housing to co-ordinate planning and approval processes for persons with special needs; collaborative policy and program development with the Ministry of Education to address the child care objectives set out in *New Directions for Child Care*; and a major new partnership with the Ministry of Health to address the reform of long-term care and the role of the community in planning and managing community health and social services.

Develop a framework to guide the Ministry in its fiscal and policy negotiations with the federal government that ensures consideration of the recommendations of the Social Assistance Review Committee and other reviews of the service system currently underway.

Major Ministry initiatives, such as those introduced as a result of the *TRANSITIONS* report, have a federal dimension as well as a provincial focus. Some recommended changes may well be outside existing federal cost-sharing criteria or require a national rather than provincial response. For example, *TRANSITIONS* raised the question whether the needs of children and the disabled should be met through income-subsidy programs separate from social assistance. The Ministry is committed to analysing the feasibility of structural income-security reform and discussing that reform with the federal and provincial governments.

Assess the recommendations of the Provincial-Municipal Social Services Review Committee report, establish priorities, and develop an appropriate implementation plan.

The Provincial-Municipal Social Services Review Committee, which included representatives from the Association of Municipalities of Ontario, the Ontario Municipal Social Service Association, and the Ministry, was appointed to review current responsibilities for the delivery and funding of social services and to propose options for a more rational framework.

The review is expected to propose a provincial-municipal framework for planning, managing, and funding social services that will balance local decision-making authority and adherence to provide-wide standards of accessibility and affordability; provide simplified and flexible processes for administering programs; and define a clear relationship between cost-sharing arrangements and decision-making authority.

The committee is expected to present its report by early 1990. At that time, the report's recommendations will be assessed by the province and municipalities, and an implementation plan based on areas of agreement will be developed.

Continue to implement the Ministry's comprehensive human resource plan in a manner consistent with the principles and strategies set out in the 1987 plan.

Although it is important for all organizations to have an awareness of contemporary human resource practices and of the need to link human resource strategies to other organizational strategies, for a human-service organization it is vital. The 1987 plan recognized the importance of stating clear values and expectations, of implementing proactive human resource management techniques and of properly emphasizing and supporting the contributions and aspirations of individual staff members.

The Ministry's activities to date have included expanding and decentralizing the human resource function, improving orientation for new staff, initiating the implementation of employment equity, and supporting initiatives such as leadership development and flexible working arrangements.

In the next cycle, the Ministry will emphasize initiatives related to job enrichment and career planning, occupational health and safety, enhanced branch support for the training and development of line managers, and employment equity. A special initiative pertaining to workplace modification will make it possible for the Ministry to employ people with various handicaps.

Continue the implementation of the Ministry's long-term *Information Technology Strategic Plan* by completing the introduction of new systems and data bases and of an integrated network of departmental computers in all areas, regions, and head offices.

The Ministry has introduced new computers in its field and head-office sites and provided office automation to help its staff carry out their functions. Major new systems are being introduced to provide consistent information to all programs. For example, in the children's services area, systems are being developed to support the adoptions, young offenders, and child care programs and to provide data about service providers. In addition, the financial information systems of the Ministry are being strengthened and broadened in their areas of application.

The Comprehensive Income Maintenance System (CIMS) has been implemented in all provincial offices and is being implemented in municipalities. CIMS is being enhanced to deal with changes in the income maintenance program, including those arising from the social assistance review; for example, it is reviewing the use of computers to transfer funds electronically to clients and support field workers.

Finally, given the agencies' key role in program delivery, the Ministry will continue to support and facilitate the automation capabilities of Ministry-funded agencies in a manner compatible with and supportive of the recommendations in the Ministry's *Information Technology Strategic Plan*.

Support and strengthen the controllership functions within the Ministry by improving managerial skills and capacities and by further developing financial management systems.

In order to respond effectively to a changing social environment and more rigorous public expectations, Ministry managers must have the skills and tools to demonstrate credible stewardship. It is also vital that financial control and reporting systems continue to develop in a manner that goes beyond the control of funds and related processes and is capable of adapting to any divestment and devolvement that might occur. These goals will be supported by implementing the strategies recommended in the *Strengthening Controllership* report, upgrading the financial information system, and developing and integrating a comprehensive audit system.

Key Strategic Planning Documents

Challenges and Opportunities.
June 1987.

Human Resources: A Program for Planning and Managing Change.
May 1987.

Information Technology Strategic Plan.
February 1986.

Investing in Children: New Directions for Child Treatment and Child and Family Intervention. January 1988.

Looking Ahead: Trends and Implications in the Social Environment. May 1989.

Managing Ontario's Social Services.
April 1988.

New Directions for Child Care.
June 1987.

Provincial-Municipal Social Services Review: A Discussion Paper. April 1988.

Strategic Plan of Services to the Native Community. July 1987.

Strengthening Controllership.
August 1988.

TRANSITIONS: Report of the Social Assistance Review Committee.
September 1988.

MCSS: The Service System and the Services

The Service System

The basis of Ontario's current social service system is the longstanding agreement between the provincial government and communities to provide a range of social services. In this relationship the provincial government is largely represented by the Ministry of Community and Social Services, which employs over 11,000 public servants and is one of the largest ministries in the provincial government. Most of its employees work in the "field", since the Ministry's planning and management functions are delegated to a decentralized field structure of area offices.

The Ministry has also continued to foster service delivery, primarily through some 2,000 agencies and 2,600 child care centres. These agencies receive funds from the Ministry and are managed either by municipalities or by boards of directors with local representation. The municipalities and funded community organizations constitute the community component of this relationship and employ some 64,000 employees to administer and deliver social programs.

The Ministry currently spends approximately $5 billion on social programs for over half a million Ontarians of all socio-economic backgrounds. The federal government provides cost-sharing for some of these programs. Additional significant funding is provided by municipalities and the voluntary sector.

The relationship between the provincial government and community is centred on the generally accepted principle that municipalities and funded community organizations should be the primary providers of human services in Ontario and should provide leadership at the local level. The central role of the Ontario government is to provide leadership at the provincial level and to allocate resources to meet local needs.

While the primary social service role of municipalities is to deliver the services, they also have funding and co-ordination roles. The service delivery mandate of municipalities is often spelled out in legislation, as in the Homes for the Aged Act and the General Welfare Assistance Act. On the other hand, a number of social programs in Ontario are optional at the municipal level; the degree of participation is left to the discretion of municipal council. Municipalities also play a significant role in the funding of social programs, some of which is mandated by legislation and some of which is discretionary. Finally, municipalities are often cast in the role of co-ordinator of a number of community initiatives. Currently, the municipalities, through their provincial associations, and the Ministry, are undertaking a major review of planning, service delivery, and funding arrangements for programs with both provincial and municipal participation.

A major part of the provincial government-community relationship is the participation of non-profit corporations. Their boards are usually made up of community-minded individuals with the particular interests of the agency's client group at heart. They come together for the common cause of community service. Many board members represent a variety of interest-group concerns, providing the system with a strong pluralistic input.

The Services

Income Maintenance

The objective of income maintenance programs is to provide a basic income to people in financial need, thus assisting recipients to participate fully in the community. The **General Welfare Assistance** program, delivered by municipalities and Indian bands, provides short-term financial help to individuals and families suffering a temporary loss of income because of illness, unemployment, or other misfortune. The **Family Benefits** program provides assistance on a longer-term basis to individuals and their families in financial need, primarily to single parents and the disabled. The 1989-90 budget for income maintenance programs is $2,526 million.

Children's Services

One of the Ministry's prime responsibilities is to ensure the well-being and protection of children in Ontario. To achieve this, the Ministry, through the *Child and Family Services Act*, regulates and funds a number of children's agencies across the province whose responsibilities may include assisting children in need of protection, arranging foster care and adoption placement, and providing parent education and counselling for children and families. In addition, the Ministry funds and supervises a range of services for children with special needs and correctional services for young offenders between the ages of twelve and fifteen. The 1989-90 budget for children's services is $622 million.

Child Care

The Ministry's objective is to provide high-quality, affordable, and accessible child care in group and home settings. To achieve this, the Ministry, through the *Day Nurseries Act*, licenses and funds over 2,500 programs across the province. In partnership with municipalities, Indian bands, and approved non-profit corporations, fee subsidies are provided to eligible families. The 1989-90 budget is $327 million.

Family and Social Support Services

In addition to providing social assistance, the Ministry provides a range of social and economic supports to socially disadvantaged adults and their families. These services consist of a spectrum of both non-residential and residential community-based programs, many of which are funded and delivered by municipalities. They include informal community and neighbourhood support services, emergency shelter and crisis intervention services, community based counselling, and pre-employment preparation and counselling, as well as other forms of supportive community living. In addition to social assistance recipients, clients include victims of domestic assault, people recovering from drug and alcohol abuse, and youth in transition. The 1989-90 budget for these programs is $210 million.

Elderly Services

The Ministry provides funding to a variety of home-support services designed to help seniors continue to live in their own homes in the community as long as possible. For seniors who can no longer live on their own, the Ministry also funds two hundred homes for the aged across the province, in partnership with municipalities and approved charitable corporations. The 1989-90 budget is $513 million.

Services for Persons with Developmental Handicaps

The Ministry has primary legislative and program responsibility for services in the developmentally handicapped service sector and provides funding for a broad range of services designed to

assist people with developmental handicaps to live as independently as possible. Services are available in the individuals' own homes, in small residential programs, and in facilities for developmentally handicapped persons. Programs include Special Services at Home, Infant Development, Adult Protective Service Workers, Parent Relief, Behaviourial Training, Family Support Workers, Supported Independent Living, Foster Care, and a range of employment services. The 1989-90 budget is $704 million.

Services for Persons with Physical Disabilities

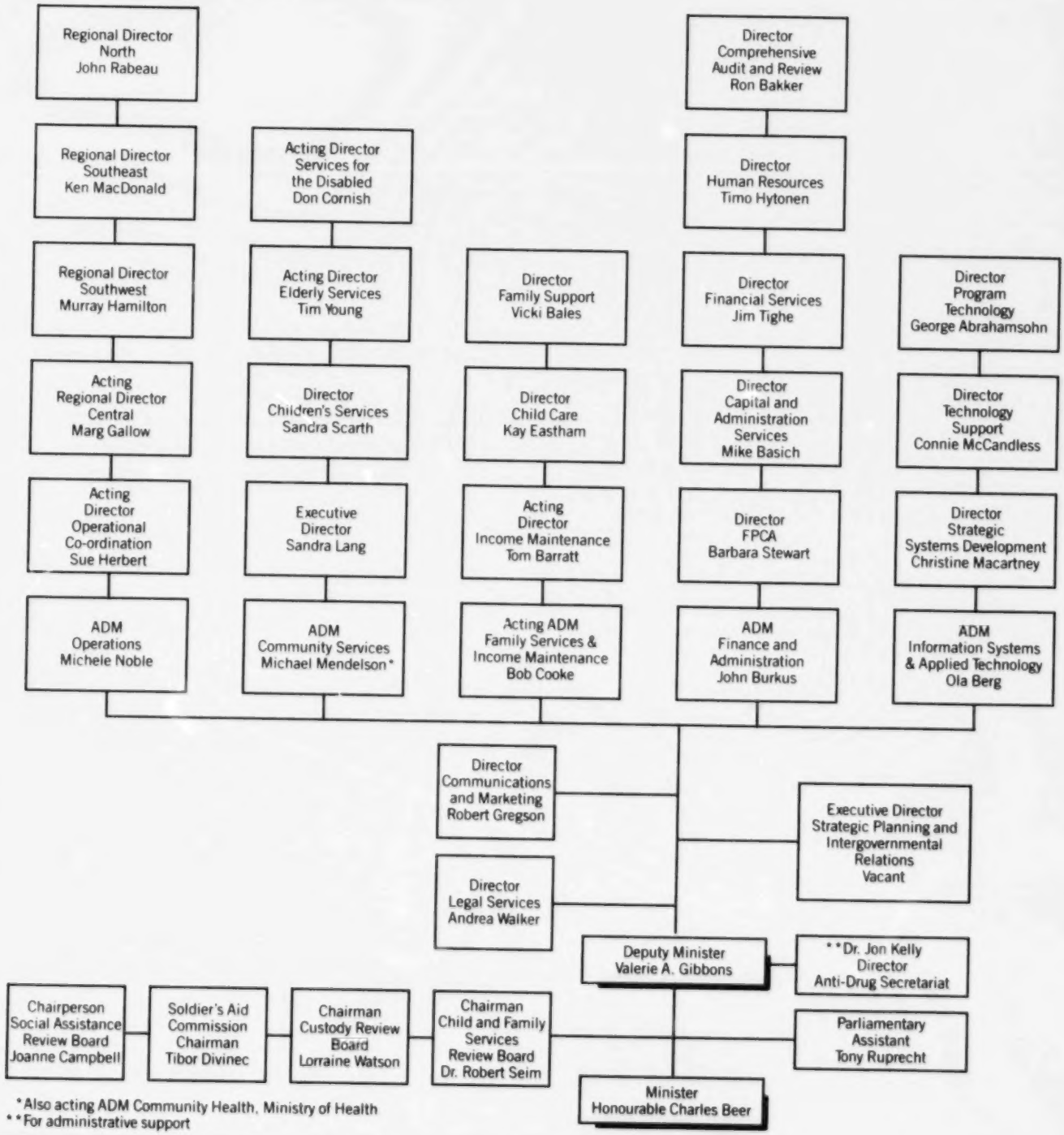
The Ministry participates with eleven other provincial ministries and offices in providing services to assist individuals with physical handicaps to live as independently as possible. Ministry-funded programs include Vocational Rehabilitation Services, Attendant Care Support Service Project and Outreach Services, and Services for Persons with Sensory Impairments. Physically disabled adults may also be eligible for homemaking services through the Integrated Homemaker program. The 1989-90 budget is $81 million.

Ministry of Community and Social Services

Ontario

January, 1990

Organization Chart


Regional Director North John Rabeau
Regional Director Southeast Ken MacDonald
Regional Director Southwest Murray Hamilton
Acting Regional Director Central Marg Gallow
Acting Director Operational Co-ordination Sue Herbert
ADM Operations Michele Noble
Acting Director Services for the Disabled Don Cornish
Acting Director Elderly Services Tim Young
Director Children's Services Sandra Scarth
Executive Director Sandra Lang
ADM Community Services Michael Mendelson*
Director Family Support Vicki Bales
Director Child Care Kay Eastham
Acting Director Income Maintenance Tom Barratt
Acting ADM Family Services & Income Maintenance Bob Cooke
Director Comprehensive Audit and Review Ron Bakker
Director Human Resources Timo Hytonen
Director Financial Services Jim Tighe
Director Capital and Administration Services Mike Basich
Director FPCA Barbara Stewart
ADM Finance and Administration John Burkus
Director Program Technology George Abrahamsohn
Director Technology Support Connie McCandless
Director Strategic Systems Development Christine Macartney
ADM Information Systems & Applied Technology Ola Berg
Director Communications and Marketing Robert Gregson
Director Legal Services Andrea Walker
Executive Director Strategic Planning and Intergovernmental Relations Vacant
Deputy Minister Valerie A. Gibbons
**Dr. Jon Kelly Director Anti-Drug Secretariat
Chairperson Social Assistance Review Board Joanne Campbell
Soldier's Aid Commission Chairman Tibor Divinec
Chairman Custody Review Board Lorraine Watson
Chairman Child and Family Services Review Board Dr. Robert Seim
Parliamentary Assistant Tony Ruprecht
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*Also acting ADM Community Health, Ministry of Health

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